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ABSTRACT

During academic year 1969-1970 a survey was conducted at 56 of the 82 master's degree granting colleges and universities in New York State to determine the quality, quantity and type of education being offered in the State. In the smaller colleges and seminaries, data were collected concerning all master's degree programs offered; at the larger institutions programs were examined in 9 areas: biology, English, French, history, mathematics, psychology, business administration, elementary education or secondary education-social science, and education-guidance. Information was collected by mail on enrollments, admission standards, student profiles, curricular content and development, grading, the credentials, experience and assignments of faculty members, and the adequacy of libraries and other facilities for graduate study. This report presents the findings of the survey and makes recommendations for the improvement of the master's degree programs, as a regional entity, in the State. (HS)

Master's Degrees

In the State of New York 1969-70

The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Albany, New York 1972

MASTER'S DEGREES

IN THE STATE OF NEW YORK

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1972

THE UNIVERSITY OF THE STATE OF NEW YORK

Regents of the University (with years when terms expire)

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FOREWORD

During these last several years I have become deeply concerned with the lack of quality that has accompanied the rapid expansion of graduate education. In 1969 I authorized a comprehensive study of first-year graduate work in this State, both to identify the condition of graduate education and to find ways of achieving its improvement. The resulting overview also gives insights into the weaknesses of specific programs.

As a result of the study, I have taken several steps in an attempt to improve the quality of graduate education in New York.

In September of 1971, I declared a moratorium on the development of all new doctoral programs. Subsequently, the Regents appointed a Commission on Doctoral Education, which is charged with evaluating major doctoral programs offered in the State of New York. I look forward to receiving the Commission's report which will give me further guidance on the next steps to be taken.

In concert with the scrutiny of graduate study is the Department's effort to regionalize educational planning. As will be true for other programs, graduate curricula will be coordinated to provide for regional, statewide and national needs, and to provide the adequate resources and numbers of qualified students and faculty that ensure program strength.

The Regents, at their February meeting, adopted new Regulations relating to the registration of undergraduate and graduate programs. These Regulations require that institutions define more precisely the objectives of such programs and demonstrate the need for them, so as to

focus professional decision-making, to guide the personal and career decisions of students, and to establish a system for evaluation of the quality of programs. The new Regulations place increased responsibility for accountability on institutions offering graduate and undergraduate programs.

I have also instructed the staff to develop new approaches to strengthen the quality of teacher preparation programs.

Concurrently with the issuance of the present report, I am issuing a set of recommendations to the colleges and universities in the State, suggesting additional steps that the Department and the institutions should take to improve the quality of master's level programs in the State.

Ewald B. Nyquist
Commissioner of Education

March 1972

PREFACE

We acknowledge with thanks the contributions made by the numerous administrators, faculty members, and students who generously and patiently answered questions and supplied the data on which the study was based.

Initiated and supervised by Richard J. Sawyer, now Secretary to the Board of Regents, the project was planned with the advice of an ad hoc advisory committee whose members were Howard Adelson, Professor and former Chairman of the History Department, City College; Harold Delaney, Acting Vice Chancellor for University Colleges, State University of New York; Harold Haas, former Dean of Wagner College; Andrew W. Holt, Associate Dean and Fellowship Advisor of the Graduate School, State University of New York at Buffalo; and J. C. Messerli, Dean of the School of Education, Hofstra University. The information was gathered in part through consultant services and funds donated by several agencies in the State Education Department: Donald Nolan, Director of the Division of Independent Study; William Boyd, Chief, and his Associates, Theodore Andrews and Warren Reich, in the Bureau of Teacher Education; and the Office of State Aid to Non-Public Colleges were especially helpful. Statistics and summaries of the information gathered were compiled by several members of the staff of the Bureau of College Evaluation and its consultants, viz., Byron P. Connell, George Cohen, while he was an Associate, Margaret Jennings, who was an intern in the Bureau on leave from Brentwood College, Mary Lewis, Robert McHugh, and Leslie Van Der Zee. Several of these persons also

drafted portions of the text. Throughout its course the inquiry benefitted from the counsel and encouragement given by Edward F. Carr, Director of the Division of Higher Education.

In its present form the Report is chiefly the work of Donald Tritschler, Acting Chief of the Bureau, Charles W. Meinert, Associate, and Warner G. Rice, Consultant. They are responsible for the presentation of material, and for the opinions, interpretations, and recommendations contained in the study.

T. Edward Hollander
Deputy Commissioner for Higher
and Professional Education

Albany, New York
March 15, 1972

CONTENTS

I

THE STUDY

Occasion for the Study; Its Purpose

In discharging its obligation to improve the quality of Higher Education in New York State, the Bureau of College Evaluation of the State Education Department regularly schedules staff visits to colleges and universities for the purpose of reviewing degree programs at all levels. In the course of such visits conducted during the later sixties, members of the Bureau, noting the multiplicity of purposes which Master's were made to serve, and the great variations in procedures governing them, came to the conclusion that a factual and analytic study of Master's degree programs, broadly based, would be of value. That a survey of such programs was warranted is certainly suggested by the place which they occupy in the academic economy. During the academic year 1963-64, when the expansion of its State-supported institutions of higher education was still in an early stage, 12,801 Master's degrees were awarded in New York--15.7 per cent of all the degrees conferred. In 1968-69, 24,487 were granted--20 per cent of the total.* Yet though frequently sought, the degree has been regarded in many quarters as unsatisfactory--uncertain in its guarantees, ambiguous in its aims,

*College and University Degrees: New York State, 1963-64, Bureau of Statistical Services, The State Education Department, [Albany, N.Y.], 1964. P.1.
College and University Degrees Conferred: 1968-69, Information Center on Education, The State Education Department, Albany, New York [n.d.]. P .1.

to be achieved in disciplines generally much less rigorous than those set up for doctoral programs. Accordingly it has been the target of much unflattering criticism. Gustave O. Arlt, President of the Council of Graduate Schools in the United States, writing in 1970, characterized the degree as follows:

> "In brutal fact, the master's degree means so many different things in so many universities and colleges and even in so many departments within the same University that no one can possibly know the meaning and value of a particular degree. In some institutions it really represents a self-contained, substantial course of study with a clear and stated objective. In some it is regarded as the necessary prerequisite to advancement to candidacy for the doctorate. In others it means exactly the opposite, namely that the student has failed the qualifying examinations for the doctorate and is gently eased out with a master's diploma in hand....In too many instances it is a consolation prize for failure, given even by prestigious universities. In too many others it is nothing more than an award for patience and persistence in sitting out thirty-six hours of additional undergraduate courses."*

Despite such a judgment, there is little likelihood that the degree will be given up, since no satisfactory substitute has been proposed. Essential for its improvement is a systematic and continuing review of the programs currently being offered, and of the assumptions from which they derive. To this end the present Report, condensing a considerable body of information derived from several sectors of the academic community of New York State, should prove useful. For institutions within the State, and for those outside its boundaries as well, a comprehensive survey can serve as a basis for helpful comparisons,

*Arlt, Gustave O. A Survey of Master's Level Education in the United States. Studies in Higher Education for the State of New Jersey. Department of Higher Education [Trenton, N.J.], 1970. P.6.

suggesting the design of better procedures, and emphasizing the need for setting up standards that will insure the integrity of the degree.

It was believed from the outset that the knowledge acquired through the study would enable the Bureau to make recommendations to the Regents and to New York colleges and universities, to prepare guidelines, and to propose revised statements for inclusion in the Regulations of the Commissioner of Education of New York State--the purpose being, of course, the improvement of the advisory functions and regulatory activities of the State Education Department.

Method

Intensive planning for the survey began in the summer of 1969 with the development of a 21-page form designed to record data that would reflect the character of New York State's Master's degree programs. (This is exhibited in Appendix C.) New York's Regulations of the Commissioner of Education and the statement of the Council on Graduate Schools entitled The Master's Degree initially provided a framework around which sections of the inquiry could be organized; further help was given by the guidelines employed in accreditation by the Middle States Association and other similar agencies; and, of course, the experience gained from the practices of the Bureau itself was of primary importance.

Fifty-six of the eighty-two institutions offering a Master's degree in New York State were selected for the study--universities and colleges, public as well as private, established for general and for special purposes, some urban, some rural, the large and the small, with enrollments ranging from fewer

than 1,000 to more than 25,000 students. They included seven of the nine City University of New York colleges, ten of the fifteen research centers and college units of the State University of New York, seven of the twenty-two public and private technical and specialized institutions, sixteen of the twenty-seven large and small private colleges, seven of the eight major private universities, and nine of the sixteen theological seminaries of all faiths.* (Appendix A lists these institutions.)

In the smaller colleges and seminaries, data was collected concerning all the Master's degree programs offered; while at each institution with over 2,500 graduate students, programs were examined in nine areas: Biology, English, French, History, Mathematics, Psychology, Business Administration, Elementary Education or Secondary Education-Social Science, and Education-Guidance. These programs were judged to be most profitable for study, inasmuch as they were offered most frequently, in one form or another, and attracted the largest numbers of students throughout the State. Because of their popularity and wide distribution, they also provided reasonably reliable indicators of institutional practices.

During the academic year 1969-70, information was collected by mail on enrollments, admission standards, student

*In effect, seminary programs parallel the professional training given by Medical Schools and Law Schools; that is, they require two or more years of study beyond the baccalaureate degree, full-time residence, the completion of closely defined and firmly-structured curricula, and serve relatively few students. Because of their special character, these programs will be treated in Appendix J and will receive only passing mention in later pages of this Report.

profiles, curricular content and development, grading, the credentials, experience, and assignments of faculty members, and the adequacy of libraries and other facilities for graduate study. Written assessments covering such matters as academic advising, library services, the nature of the courses given in different curricula, and the quality of instruction, were obtained from a sampling of ten per cent of the candidates at institutions with a total enrollment in master's degree programs of fewer than 500, and from five per cent of the students where enrollments were 500 or more.

Since even the best questionnaire has its limitations, however (it can, for instance, elicit statements concerning academic requirements, but cannot be of equal help in determining the rigor with which these requirements are enforced), additional means were used to amplify and appraise the data thus collected. Staff members from the Division of Higher Education, the Bureau of Teacher Education, and the Division of Independent Study visited all the institutions included in the project. Two or three persons spent one or two days at each, accumulating additional information, and gathering opinions from administrators, faculty, and students about the nature of the Master's degrees offered, and the outcomes presumed to be achieved by programs leading to them. A total of 544 curricula, which included 55,602 courses taken, were examined in this way.

In addition, twenty-two of the visits were made by teams responsible for the registration of college and university curricula. About half the members of each team were consultants chosen because of their competence in those fields selected

for special attention. During the course of their visits, these teams scrutinized with particular care each institution's methods of providing for the administration, staffing, and support of undergraduate and graduate curricula in the selected fields. Their reports were added to the information derived from other sources; then all relevant material was reviewed by the staff of the Bureau of College Evaluation.

Plan of the Report

Each of five topics, students, curricula, faculty, administration and facilities for study, is discussed within the framework of the pertinent Commissioner's Regulations and recommendations of the Council of Graduate Schools. The material in the several substantive areas of discussion is often interrelated. Indeed the general problem of quality control touches much of the material in this study.

Though it has been found impracticable always to separate data from commentary, an attempt has been made to collect general remarks at the ends of sections. In some areas, such as curricula and administration, where the Regulations are quite generalized, the study did not lend itself to quantitative analysis, and the discussion is based substantially on observation and interviews as well as examination of printed materials. In other areas, such as students and faculty, there was considerable quantitative analysis within the framework of the Commissioner's Regulations. In these instances the fifty-six institutions were examined according to the following categories: City University of New York Colleges, State University Centers, State University Colleges, private colleges, theology schools, technical and

specialized institutions, major public universities and major private universities. (See Appendix A.)

If the Report tends to be couched in the past tense, it is because its compilers are aware that considerable changes have occurred within the year since the data was collected. Despite this fact, it is believed that useful generalizations for educators within and beyond the State can be derived from the materials accumulated in 1969-70; and accordingly a general summary, with observations and suggestions, concludes this Report.

II

STUDENTS

The American way of life, of which the educational establishment is a part, has encouraged the belief that learning--even for the mature who have spent sixteen years in school and college--is best conducted under institutional guidance. Continuing education, accordingly, is organized education, and often has as its goal not only a widening of knowledge and awareness, but also the attainment of some credential. Thus, when adults who profess that they simply wish to enjoy the stimulation that comes from lectures, class discussions, and directed reading enroll in programs that offer such aids, many of them soon decide to seek the tangible recognition of their achievement that is represented by the award of an M.A. or M.S. Many who take up post-baccalaureate studies, of course, have particular ends in view from the outset, wishing to qualify for professional employment or status (including acceptance in curricula for more advanced study) through the acquisition of a graduate degree. One indication of both this need for certified recognition and the multiplicity of students' purposes is the fact that more than 800 differentiating titles for Master's degrees have been created in the United States, 34 of them being in use in New York State. It is possible, however, to make a simple schematization that will categorize these degrees, and

to describe the principal characteristics of the students who have enrolled in them.

At present, nearly all Master's programs have specialized or vocational aims. Traditionally, to be sure, the M.A. and M.S. have been regarded as "academic," their achievement representing a step beyond that marked by the baccalaureate, and one often taken by persons who planned to become applicants for the doctorate. It is now the case, however, that a large fraction of the departments through which a Ph.D. or comparable degree is conferred, specify that aspirants for the higher award cannot, or need not, receive a Master's degree as they advance toward their goal. There is a strong hint here that the purely academic quality of this degree is not held in high repute by those whose principal concern is with research. In contrast, public and small private institutions that award no doctorates (or few of them) necessarily hold the Master's degree in high regard. Such a difference in regard for the Master's is an awkward one: the terminal degrees must have intrinsic worth, yet they have traditionally been designed with the expectation that the ablest of those receiving them would be eligible for doctoral studies in the research centers, or would be able to proceed to institutions that specialize in preparing those who desire to enter the learned professions.

In some instances the M.A. or M.S. is awarded rather perfunctorily, or to provide some satisfaction for those failing to qualify as candidates for the doctorate. But most Master's

degrees are offered for five basic, often overlapping clienteles: 1) those who wish a fifth year of college education, general or specialized; 2) those in the humanities, social sciences, and other liberal arts fields who desire to improve their competence and status as teachers; 3) those who plan to continue their studies until they have achieved a doctoral degree; 4) those who desire the credential because of their specialized and professional aims outside the educational establishment; and 5) the present and prospective teachers for whom course credit at the Master's level or a Master's degree in Education is professionally desirable or essential.

The professionalizing or self-improving post-baccalaureate programs for teachers merit added discussion because of their special and influential place in the State's academic economy. In 1968-69, 35 per cent of the Master's degrees were in education, and in 1970-71 the percentage was nearly the same. State certification policy, as well as other factors, has provided strong incentives for the attainment of Master's degrees or the accumulation of graduate credit by present and prospective teachers. Prior to 1966, elementary school districts offered some pay increases to those who continued their education at the graduate level; in secondary school systems, extra credits in content areas led to similar improvements. Since 1966 the State of New York has required for permanent certification, which ordinarily insures payment of a higher salary and helps establish job security, thirty hours of graduate credit or a Master's

degree. It is not surprising, therefore, that in New York City alone, where CUNY units have offered thirty graduate education credits for only $300 and guaranteed the availability of these credits to any holder of the bachelor's degree from a branch of the City University, a very large number of candidates has enrolled annually.

In fact, even though other institutions have not made it quite so easy for teachers to continue their education, the rewards have been sufficient to make teacher certification requirements the greatest single cause for the proliferation of Master's degree programs and the large increase in the number of students at the Master's degree level each year. The development of many Master's programs in disciplines such as history and mathematics can be traced from a time when departments offered half a dozen graduate courses to accommodate teachers who sought certification (but not degrees) to the point at which the mass of students attending these classes encouraged the institution to provide a complete M.A. curriculum in the field. Unfortunately, this curriculum did not always attract any considerable number of full-time, or even many part-time, students to matriculate in it.

Thus, even in subject fields, the Master's degree (except where it is a way station for the doctorate) has often become the province of the employed teacher who continues his formal study in order to equip himself better for his teaching responsibilities--with a principal interest, however, in the

improvement of his professional credentials. This has been particularly true of the non-degree students, who comprise half or more of the graduate enrollment at many colleges (over 70 per cent in some cases--see Appendix G). Some features of Master's degree programs are established by the needs of this numerous clientele. Most of those enrolled (70 per cent statewide for all programs studied) must regard graduate work only as a part-time activity; they expect programs to be course- rather than research-oriented; they desire that it be comparatively easy to complete. Actually, a large number of institutions have accepted the limitations thus imposed, and have provided instruction that varies but little from the traditional undergraduate pattern, with textbook and supplementary reading assignments, term papers, and final examinations in courses. Indeed, many schools have allowed graduate students to take undergraduate lectures, sometimes attempting to upgrade the work by requiring an extra paper or two, or a term paper more ambitious than that required of undergraduates. While such expedients make possible the shaping of curricula for which there are few candidates, they have not produced instruction that is distinctly at the graduate level. Another evidence of down-grading is apparent from the observation that in relatively few Master's degree programs do field work and independent study receive the primary emphasis that is often supposed to typify graduate work. Nor is research a very important component in most Master's programs. The accumulation of credits is often the principal objective.

Standards

Where do the candidates come from, and what are their qualifications? The Commissioner's Regulations stipulate that admission to graduate study shall be based on a baccalaureate degree plus a predetermined capacity of students to successfully complete the requirements for the curriculum. As might be expected, the view represented by the Council of Graduate Schools is that "students admitted into programs leading to the Master's degree should show evidence of superior ability, achievement, motivation, and, of course, appropriate undergraduate preparation for advanced study." (The Master's Degree, p.9). Such counsel of perfection was not always heeded.

What may be regarded as a normal minimum requirement for admission to graduate studies is an overall grade-point average of 2.5 in undergraduate courses, with an average of 3.0 in the major field of specialization. Evidence of academic achievement is, of course, often supplemented by the scores made on Graduate Record Examinations or other tests, and by letters of recommendation; and in schools or departments of music, applied art, the theatre, etc., proofs of superior preparation, or of skills that give promise of superior performance, are usually accorded due or decisive consideration. This evidence is of course applicable in several ways--to facilitate the selection of a more varied group, and to justify the exercise of wide discretion in particular cases.

While general policies for admission to the graduate

curricula reviewed were usually made by the dean or a high-level committee, these policies were infrequently stated with fullness and clarity in the college or graduate school catalogue. Diversity in their application even within an institution resulted from decentralization; departments and other instructional units, especially in the multiversities, acted autonomously. For programs in liberal arts subjects, and in institutions that offered doctoral degrees, the tendency was to adopt very high standards and to make admissions competitive (though this practice was sometimes modified by an acknowledgement that some less well-qualified applicants from disadvantaged and minority groups should be accepted). In private colleges, and in colleges belonging to the SUNY system, where the Master's degree is the highest degree awarded, and where a large number of applicants wished to achieve permanent certification as teachers, the methods of selection were less restrictive. Sometimes the aim was admittedly to attract more graduate students to programs which were suffering because of small enrollments; or lenience was shown in order to open opportunities to as many as possible of those who, for professional or other reasons, needed or wanted a degree.

The statistics in Appendix D show that on the basis of a random sampling of the undergraduate records of students admitted, as matriculants, those with the best academic averages enrolled in the seminaries; those entering the four SUNY university centers and the seven private universities came next,

closely followed by those in the six specialized and technical schools. Significantly below the statewide average were graduate students in CUNY, the sixteen private colleges, and in the six State University colleges surveyed.

The private universities attracted the best students enrolled in liberal arts programs; the SUNY centers and CUNY units enrolled a smaller proportion of superior candidates in this area; in the private colleges and State University colleges the percentage was lower still.

Programs in Education offered in the major private universities, the State University centers, units of CUNY, the private colleges, and the State University colleges ranked in the order given with respect to the percentages of students with superior records admitted by them. In other professional programs at the Master's degree level, the specialized and technical schools enrolled the largest percentages of superior students; the major private universities came next; then, in order, the SUNY university centers and the private colleges.

In addition to matriculants or students accepted unconditionally, some institutions accept large numbers of students as non-matriculants or "conditionally." The ostensible purposes of such policy are to give teachers full opportunity for permanent certification, to offer others formal study after graduation, and to give those with marginal academic records a chance to prove themselves. In some instances the applicant need only have a baccalaureate degree. Though graduate record scores were

often required with the student's application for either matriculated or non-matriculated status, student records and interviews with staff revealed that in numerous cases such scores were not actually used for admission purposes; in some cases it was not clear whether they had even been received as was required in the catalogue statement. In a few institutions there was no evidence that some of the students who were enrolled had even presented undergraduate transcripts. In short, there is in some institutions a frank policy of open admission subject only to the demands of the student market and the limitations of institutional facilities.

Among all programs surveyed, 21 per cent of the student population was unmatriculated: CUNY units, which as a group observed its matriculation standards most closely, had the highest percentage of non-matriculants at 43 per cent, but it was the only group that also limited the number of courses a non-matriculant could take. Nevertheless the wide variation of student quality in courses that contain large numbers of non-matriculants limits the level at which they can be taught. (See Appendix G.)

Once accepted for a Master's degree program, the candidate's chances for success were good; the evidence of grade sheets and interviews indicated a strong disinclination to assign a Master's candidate a failing grade. Eighty per cent of the grades given were "B" or better, except in seminaries (71 per cent) and the SUNY university centers (67 per cent). The highest averages were obtained in the SUNY colleges (91 per cent

"B" or better). No significant overall correspondence between the admissions grades and those awarded in graduate studies appeared to exist; the correspondence was closest in liberal arts fields. (See Appendices D and E.)

Student Appraisal of Programs

Since the majority of candidates for Master's degrees were enrolled for part-time study only (being fully employed through the regular academic terms), many of them met academic requirements chiefly in summer courses, and by commuting to evening classes. Many testified, accordingly, that convenience of location was a considerable factor in their choice of an institution for graduate study. This was true in both urban and rural communities--at colleges in the State University complex as well as in the public and private colleges and universities in the metropolitan areas. According to the data gathered, other important determinants of choice were, as might be expected, the reputed excellence of the institution chosen, or of a particular program offered. Financial aid, or the relative inexpensiveness of attendance in the institution selected, were not, apparently, prime factors.

In one-third of the forty-five institutions canvassed, general satisfaction with academic curricula and policies was expressed by 90 per cent or more of Master's degree candidates; in the second third, from seventy to ninety per cent were satisfied; in the lowest third, the range was from fifty to seventy per cent.

CUNY and SUNY units were most frequently criticized for academic weaknesses: failure to distinguish between the levels of graduate and undergraduate work, rigidity of curricula, dull, pedantic, and over-formal teaching, too few available choices among courses, and poor relationships between teacher and student.

One of the complaints frequently made by the Master's candidates was that academic advisement was inadequate or unsatisfactory--that faculty members assigned to undertake advisory duties were often ill-informed, not happy in their task, and perfunctory in their performance of it. Programs in which advisement was judged superior (in only eight institutions) were usually those which were small, professional in their aims, enrolling chiefly full-time students. It was obvious that good rapport, not only in the formal relationship of advisor to advisee, but generally between teachers and students, was most easily achieved under these conditions.

At the other extreme, the advising of large numbers of non-matriculants (see Appendix H), especially those enrolled in institutions which granted admissions on a trial basis--a semester of satisfactory work serving to permit matriculation in a degree program--was very poor. Though members of this group obviously needed expert help, they often received only summary treatment, often during limited office hours, at the hands of advisors who lacked both the time and skill requisite for the analysis of their academic problems and for the planning

that might have started them on the right road toward their objectives.

In view of the number of students who enrolled on a part-time basis only, and who usually visited a campus at hours when there was the least opportunity to engage them in organized student activity, it is not surprising that a majority of those reporting had no sense of sharing in policy-making. Formal provision was made for such participation at the institutional level at four institutions in the State University system and at a half-dozen outside it; and for participation in departmental councils at four units of SUNY and at more than a dozen private colleges and universities. Only occasionally, however, was much power given in matters affecting the faculty--the selection of staff, evaluation, promotion, etc. (reported at only four institutions during 1969/70). The role usually allowed to graduate students, and found at almost half the institutions, was a sharing in curriculum planning. Such planning took place in many disciplines, though not in all the disciplines studied in any one institution. Pressures could be exerted upon departments, and larger units, by informal as well as formal action, of course; and such pressures were, in fact, effectively applied, especially in the smaller colleges, and in those schools offering technical and specialized programs, where student-faculty relationships were close. In their responses, students, in identifying the strengths of programs in which they were engaged, mentioned these relationships almost as often as they mentioned the

excellence of the faculty as being important to them.

Very few indications were found of effective associations of graduate students organized as councils or colloquia for the exchange of ideas on scholarly problems, or for the promotion of policies affecting the students' academic and professional interests. Indeed, despite their numbers, they were given relatively little special consideration. There was a notable lack, too, of support, through scholarships and other aids, of Master's studies. The best opportunities were to be found in the universities where paid assistantships and teaching fellowships, in addition to scholarship funds, were often available. Much less help of this kind could be offered by private colleges; the State University colleges could be more generous.

The advantages would seem to lie with a student who was matriculated in a Master's program at a college rather than a university. The questionnaires indicate he would benefit from closer relationships with the faculty, he would have better advisement than his non-degree classmates, and his classes would be smaller, though in the liberal arts areas they would be populated mainly by teachers whose main objective was certification, rather than high proficiency in the subject area studied. (In general those primarily seeking certification simply do not have as much research interest in the subject as these courses are designed to engage.) The small classes, though desirable from many points of view, at the same time offer problems that might be faced by administrators, who are sometimes forced by

financial stringency to meet costs by encouraging the acceptance of graduate students in undergraduate courses. This solution seems to turn a liability into an asset, since the demand for courses by those seeking certification can be met by admitting them to undergraduate classes that are scheduled to be taught in any case. (Some graduate deans even acknowledged that the certification requirement had brought them sufficient students at the Master's level to help underwrite other graduate programs.) However, this practice also has the effect of limiting sharply the number of courses designed strictly for graduate study. Furthermore, the student who wants to proceed to doctoral study must reestablish himself (often with great difficulty) when he transfers from a situation where opportunities and expectations are limited, to a very different kind of institution, where standards of performance are higher, and competition the rule.

While enrollment at a university center does not everywhere insure that the student's courses will all be at a graduate level or even designed to meet precisely his particular intellectual goals, many more resources will be available to him. He is not as likely to receive as good academic counsel, especially if he is not registered in a degree program, and he may find that the research interests of the institution are more compatible with the professional goals of doctoral candidates, to the point that he is sometimes a second-class citizen seeking a credential that is questionable in this setting. A clearer status than in either kind of institution is enjoyed by those

students whose goals are so clearly defined that they matriculate in a program offered by an institution with strictly professional purposes, such as the technical institutions that were visited.

As a general profile drawn from the student responses, Master's level students were part-time and usually had practical interests and goals that were quite specifically occupational. They chose their graduate school more often for convenience of location and low cost than for reputed quality. They would generally prefer a looser and more extensive curriculum from which to choose courses, rather than the narrower, research-oriented programs that they so often found in institutions that point toward doctoral studies. Though they often lacked good advisement, especially if they were non-matriculants, and they suffered mediocre teaching and very conventional courses, they would rather simply complete their programs than work to change them. The students' purposes in pursuing graduate studies are too various to unite them in an effort to bring about change when their goals are at variance with those of the faculty. It would seem that an attitude of collusive mediocrity has been adopted among students, faculty and administrators at the Master's level.

III

CURRICULA

Requirements

The Council of Graduate Schools defines an acceptable program for the Master's degree as "a coherent series of lectures, seminars, discussions and independent studies or investigations designed to help the student acquire an introduction to the mastery of knowledge, creative scholarship and research in his field. Completion of the program should require one or two years of full-time study beyond the Bachelor's degree." Ordinarily, more than half of the courses taken by Master's candidates should be at the "graduate level." undergraduates being excluded. "Master's programs should not include courses which are remedial or designed to remove deficiencies in preparation for entrance into the Master's program," and no graduate credit should be given for them. "Command of appropriate scholarly tools needs to be acquired prior to entry into graduate work or shortly thereafter." In M.A. or M.S. degree programs, which should be designed essentially to provide an introduction to scholarly activities and research, there should be "research seminars and investigational experiences, or a preparation of a thesis or research report should be included." "A Master's thesis should be a modest contribution to knowledge, a review, or a report or a synthesis or a design in the student's field."

"A rigorous comprehensive examination over the field is usually a part of quality programs." (The Master's Degree, pp. 8-9) The Council recommends that a Master's degree student should spend at least one semester or summer session in residence at his college or university, and discourages part-time study over a period of years with no period of full-time attendance.

The Regulations of the Commissioner of Education stipulate that Master's degree programs shall require "a minimum of one year of study (30 credit hours) beyond the baccalaureate degree," at the institution granting the advanced degree, that "credit toward a graduate degree shall be earned only through graduate-level work," with appropriate limitation of undergraduate enrollment in courses offered for graduate credit; and that "the requirements for a Master's degree shall normally include one of the following: passing a comprehensive test, writing a thesis based on independent research, or completion of an appropriate special project." (Regulations, 52.2, Sections e and f)

Planning of Master's Degree Programs

The catalogues of New York colleges and graduate schools usually provided adequate statements concerning general requirements for the Master's degrees offered. Additional descriptions and specificiations, sometimes accompanied by rationales drafted by the departments concerned, ordinarily appeared with the listings of departmental offerings. Where the Doctor's degree was also awarded, considerably more detailed attention was given to it than to the Master's degree, the latter often being rather

loosely structured. Flexibility is certainly required, in view of the many purposes served by Master's studies, and considerable differences in pattern, especially from department to department, were apparent in almost every institution. For some of the variations good reasons could be put forward. It is, for instance, much more appropriate to permit a student to elect a discursive program in literature, history, philosophy, or sociology than to permit a similar scattering in biological chemistry or accounting. It is true, however, that so much latitude was often allowed that the design that ought to be obvious in every program was difficult to discern.

As might be expected, evidences of careful planning appeared in the great majority of curricula presented in technical and specialized institutions, as well as in the private, and in the publicly supported, universities. In the private colleges about half the programs were judged to be well-organized; in some cases inadequacies that appeared were due to small enrollments--too few candidates being served to justify the offering of any considerable variety of courses in each term. The SUNY colleges, several of which had only recently introduced graduate programs, presented the least satisfactory evidence of thoughtful planning.

Credit Hour Requirements

With one exception, all the institutions examined in the course of this study imposed the thirty-hour credit requirement. Liberal Arts and Education programs generally required thirty

credit hours. Business curricula ranged from thirty credit hours (in fields such as accounting) to more extensive forty-five- to sixty-hour courses of study. Some professional programs, for example, psychology, social work, urban planning and ceramic art, also required the completion of sixty or more hours. Thus in this formal sense Master's programs adhered to the Commissioner's Regulations and to the sense of the recommendations of the Council of Graduate Schools.

Residence Requirements: Part-Time Study

Most colleges specified a one year or twenty-four credit hour residence requirement for their Liberal Arts and Education programs for the M.A. About twelve per cent of the institutions sampled, however, had no such residence requirement. Two major institutions required two years of full-time study for the M.B.A. In all cases where residence requirements exceeded one year or an aggregate of thirty-three credit hours, the demand was made in a professional program in Education, Business or Theology. Variations corresponded rather to the type of program offered than to the size or quality of the institution.

About seventy per cent of all candidates for the Master's degree and about eighty per cent of candidates in Education were, for reasons already given, part-time students. Only seven of the forty-seven institutions canvassed (seminaries excluded) required any considerable period of full-time study. Progress, in consequence, was rather slow. In the liberal arts programs, a student required, on the average, 1.9 calendar years for the

completion of the degree in the major private universities, 2.1 years in SUNY university centers, 2.2 in the SUNY colleges. In CUNY and the private colleges, the average was 2.8 years. Technical and specialized curricula took longer; the averages were from two to almost six years--the latter for CUNY. On the whole, students proceeded at the slowest pace in programs in Education--the average was three years, the range being from 1.8 in Teachers' College, Columbia, to 5.4 years in the private colleges, averages for those enrolled in the major private universities and the publicly supported systems falling between.

Language Requirements

Language requirements for the Master's degree also varied less from college to college than from program to program within each institution. Thirteen (23 per cent) of the fifty-six colleges and universities sampled did not have any language requirements for any of the Master's programs surveyed. With two exceptions, all these colleges offered Master's programs only in professional or specialized areas, including Education.

A demand for proficiency in a foreign language was generally found in disciplines in which many significant contributions to the field are published in languages other than English and are not available in translations or summaries. Accordingly, of the institutions which offered Master's degrees in liberal arts disciplines only, all but six, following a tradition of long standing, specified the study of one foreign language. As a general requirement, some research-oriented departments

in these liberal arts colleges, however, did not require this competence--for example, psychology, mathematics, the social sciences, and economics. In these disciplines the study of statistics was often substituted for that of a foreign language. In only a very few cases (i.e., in some curricula emphasizing research) was a foreign language required in Master's programs in Education. Of the Education programs examined, only four had such a requirement.

Graduate Courses

Though the importance of instructing candidates for the Master's degree in courses designed primarily for graduate students is stressed in regulations and recommendations, a substantial part of the program elected by the average candidate was taken in courses open to advanced undergraduates as well as to graduates. It is difficult to define the limits of this practice, since in some institutions courses were clearly announced as belonging to a "middle group," while in others those of similar grade were classified as "graduate," to which qualified undergraduates were nevertheless admitted. In a few institutions, most noticeably those in CUNY, the identical course was numbered differently for undergraduate and graduate credit.

There are, of course, reasons, economic and educational, for the existence of this situation, which has already been alluded to--it is expensive to segregate graduate students in courses sufficient in range and variety to comprise a complete curriculum. It is true, moreover, that many who are now accepted for graduate study are wholly unprepared or only imperfectly prepared in subjects which they must master. For these, courses

offered to undergraduate majors could obviously be of value. In such cases, in order to justify the granting of credit, extra reading and essay writing were often required of the graduate members of the class, but this expedient was found to be only rarely productive of the superior work that it was intended to elicit. One of the most frequent causes of complaint by Master's degree candidates was that they were too often enrolled in courses that were insufficiently challenging, since they were designed chiefly for undergraduates.

In nearly three-quarters of the M.A. curricula in the fields of the liberal arts and Education, undergraduate courses might be elected. In some private colleges and SUNY colleges, indeed, courses of this level could constitute from one-third to the whole of the Master's degree program. At major private universities and in the CUNY system, the election by graduates of courses open to undergraduates was much more tightly restricted.

The Master's Essay

The requirement of a thesis on the Master's level depended more upon the nature of a program than upon the institution. About four-fifths of thirty-eight institutions offering Master's degrees in Education either had no thesis requirement (20) or permitted an alternative (10). At only three institutions was a thesis required in all the fields of Education. In the remaining eight institutions which offered a Master's degree in Education, there were both thesis and non-thesis programs.

In about half the graduate schools offering programs in business subjects, a thesis requirement was imposed. Eight institutions required the thesis, six did not, and one institution had both thesis and non-thesis programs. There seemed to be little relation between the reputation of institutions and their requirement of a thesis.

Most liberal arts programs had a thesis requirement. Twenty-four institutions (67 per cent) offering Master's degrees in liberal arts subjects either required the thesis in all programs or had parallel thesis and non-thesis programs. (Departments of mathematics, psychology, and physics frequently offered programs without the thesis requirement.) In the other eight institutions a thesis in all liberal arts programs was optional. Clearly the thesis requirements in liberal arts did not serve as an index of the quality of the institution. In each group (CUNY, SUNY, major private universities, etc.) some good programs, staffed by strong faculty members and attractive to talented students, and some mediocre ones, required the thesis, while some, in each category, did not.

There was no discernible trend in technical and professional programs with regard to thesis requirements; there were none which required a thesis in all programs.

To summarize: Education programs tended not to have thesis requirements; business programs were about evenly divided between those that did, and those that did not, require a thesis; and liberal arts programs usually had a thesis requirement.

There were no consistent practices, however, in the various groups of institutions.

As for the actual educational value of the Master's thesis, some inferences can be drawn from the examination made of randomly selected manuscripts in the fields of the visiting team's competencies (most often classics, English, history, philosophy and psychology). Those prepared in the major private universities were generally of good quality--they had been well-supervised and were well-written, giving evidence of an understanding of research methods. In purpose, scope, method, presentation, and overall competence, the essays (all in liberal arts fields) produced at five CUNY centers were apparently not as often taken as seriously as at other schools, and the same comment applies to those examined at the State University centers. The papers written at State University colleges were generally of a lower quality still--slight, badly planned, and badly written. On the other hand, theses prepared in the private colleges, though for the most part unpretentious and unoriginal, usually showed that the student had been adequately directed, and had done conscientious work. Master's essays written at technical and specialized schools were usually of good quality, and often exhibited considerable originality.

The Comprehensive Examination

In the majority (51 per cent) of liberal arts programs, a comprehensive examination in addition to a thesis was required; and in about one-third (36 per cent) a student might choose

either to write a thesis or to take an examination. In Education, the percentages were eight and forty-four, respectively; in specialized and professional programs, they were eighteen and thirty-nine. Almost half the total number of the curricula examined did not include a comprehensive test; like the thesis, it was losing in popularity. Perhaps the explanation is in part the diffusion that most programs now permit and which makes examining difficult; in part, the busyness of teachers; in part, a growing distrust of the value of examinations--at least of such examinations as have been given traditionally.

Curricular Deficiencies

In nearly one-half of the institutions surveyed, one or more of the programs offered for the Master's degree did not meet the standards listed at the beginning of this section--through the inclusion of many courses not strictly of graduate grade, by a failure to require knowledge of a foreign language, a thesis, or a comprehensive examination, and so forth. This comprised over two-thirds of the 544 curricula examined. But it should be noted that the Commissioner's Regulations and the Graduate Council's recommendations were framed with programs leading to the M.A. and the M.S., the traditional degrees, principally in mind. These have been regarded as intended principally for those inclined toward scholarly activities and research, and it should therefore not be surprising that nearly half of the curricula which were not deficient were in liberal arts areas. Students for whom such interests are primary are now far outnumbered, however, by the thousands who seek degrees

of a more explicitly professional type--degrees which, in the words of the Graduate Council, "provide an introduction to professional affairs, and often serve as preparation for a career in professional practice." (The Master's Degree, p.4.)

The apparent infringements of the rules which apply to the M.A. would be considerably reduced, of course, if the practice of distinguishing the academic from the professional degree were observed, and if the content or purpose of professional degrees were clearly indicated by descriptive titles. But it is also apparent that such a change of names would not eliminate the need for a continuing scrutiny and restatement of standards for Master's degrees, which are, on any showing, inadequately defined and loosely applied. Considerable revision is called for. It may be that the somewhat formal pattern of the Master's thesis does not provide, under present circumstances, the most effective way to stimulate interest and develop competence in research, while other tests of knowledge, such as demonstrations or extemporaneous discussions, may prove more efficacious than the old-style comprehensive examination. And if the traditional disciplines are unsatisfactory, others must be proposed and tried; as new techniques are tested, favorable outcomes must be publicized, in the hope of encouraging their wide adoption. The requirements of specialized and professional disciplines must likewise be reviewed and updated periodically by the appropriate agencies. And finally, the regulations and guidelines followed by evaluating agencies must be revised to accord with the best practices in use.

IV

FACULTY

Graduate Faculty

In appraising the qualifications and capacities of those faculty members who offered instruction in Master's degree programs, it was necessary to remember that most of the persons who taught courses for Master's candidates also taught undergraduates or more advanced graduate students (or both) as well; that is, they were usually not assigned exclusively, or even for a principal part of their time, to conduct Master's degree studies. Moreover, though the term "graduate faculty," frequently appeared in catalogues and announcements, it had no single meaning. Sometimes it referred to a relatively small group, selected by a department and approved by a graduate dean or council, whose members were especially commissioned to teach graduate courses. Again, in other institutions, members of the graduate faculty comprised only those persons specially designated to advise graduates and to supervise research projects; or it identified a group more exclusive still--those directly responsible for shaping policies that governed the requirements, curricula, and standards of achievement specified for graduate study. According to the usage most commonly accepted, however, any teacher, whatever his rank, academic qualifications, or experience, was regarded as a member of the

graduate faculty as soon as he was assigned by his department to teach a course for which graduate credit was given. Seldom was such a distinction a result of formal action, especially at institutions offering few or no doctoral programs.

The Regulations of the Commissioner of Education (52.2.c) specify that in colleges and universities "members of the instructional staff shall have demonstrated by their training, earned degrees, scholarship, and experience, their competence to offer instruction in a given field," and further stipulate that a majority of the teachers in each curriculum shall be full-time appointees. Those belonging to a graduate faculty are required to hold the doctoral degree or its equivalent, and are expected to be actively engaged in research. In the same vein, the Council of Graduate Schools recommends that:

> each professor should be a scholar with full command of his field and a proved capacity for teaching and research. Such a teacher has usually earned the Doctor of Philosophy degree or its equivalent in scholarly achievement. (The Master's Degree, p.4)

Adherence to these standards was less close than might have been expected. In the major private universities, to be sure, the doctorate is ordinarily a necessary qualification for those appointed to a graduate faculty; the same holds true in the City University and at three of the university centers of the State University. In the SUNY colleges there was no common policy about membership on the graduate faculty, however, and, where any policy existed, so many exceptions were permitted that it is fair to state that in these institutions anyone who

is judged by his department to be well-informed in a special field is permitted to teach graduate courses in it, no matter what his formal academic credentials and experience may be. The situation was found to be much the same in other sectors. In fourteen of the private colleges visited, there was no clear policy establishing minimum academic qualifications for teachers of graduate students; and in the technical and specialized institutions, competence in a professional field (e.g., business, music, painting) was the main determinant for membership on the graduate faculty.

In the large majority of the institutions examined, the faculty members who offered graduate instruction held full-time appointments; where this was not the case, the courses given were in professional fields--business, the arts, music--where practical experience, particularly concurrent practice of the profession, was of special value. Only occasionally was a curriculum staffed by fewer than the minimum of "four or five professors in the subject field" recommended by the Council of Graduate Schools, and it was usually the case "that the specializations of these professors were complementary." (The Master's Degree, p. 4)

It was not equally true that members of graduate faculties generally met the requirement that instruction be given only by those with doctorates (or equivalent professional qualifications) who were actively engaged in research. Almost half of the curricula examined, at over three-fourths of the institutions studied, included one or more courses taught by persons

who did not meet this standard. In the private colleges, 63 per cent of all the curricula examined in the survey included one or more courses taught by persons who lacked the doctorate or its equivalent. The corresponding figure for the State University colleges was 46 per cent; for the private universities, including programs for the M.B.A., 38 per cent; for the City University, 33 per cent; and for SUNY university centers, 28 per cent.

Significant appraisals of scholarly research and creative activities were difficult to make. Some comparative estimates of productivity, based on the vitae of teachers and the information supplied by Alan M. Cartter's An Assessment of Quality in Graduate Education, and some judgments concerning quality of performance, were undertaken by the Bureau, however. In two of the six major private universities the quantity and quality of recent scholarly publication was very high--the articles written by their faculty members frequently appeared in the leading journals published in their respective fields, and a substantial number of books had been produced, among them studies of major importance. In the other private universities, the scholarly achievement was well above average, since between 75 per cent and 90 per cent of the faculty members had produced substantial work.

The majority of faculty members in the units of both public university systems also had published work to their credit, but on the whole the quantity and quality was below that of their counterparts in the major private universities. Though

several scholars of national reputation were resident in each of the liberal arts units of CUNY, on the average the publications produced by their faculties were of relatively slight significance. (There are, of course, other measures of scholarly productivity besides publications. For example, the faculties of the CUNY Education departments that were engaged in Master's programs, while publishing little, had built up impressive records of in-service work and consultation.)

Great uneveness was exhibited in the units of SUNY, where only a few luminaries in each faculty had superior records of scholarly achievement, despite the considerable pressure for research activity exerted by department heads and University administrators. Among the State University colleges, this pressure sometimes produced unfortunate results. While almost 75 per cent of the faculty members had published, the average in quantity and quality was disappointing. Many of the publication lists examined were filled with titles of articles written for local journals, and of talks given to local civic groups and at regional professional meetings, as compared with national scholarly conventions and the journals widely acknowledged in professional circles as being among the leading periodicals in their respective fields. While these less prominent activities provide a valuable public service, they do not represent the kind of research at the forefronts of knowledge that graduate institutions are expected to produce. Relatively few book titles appeared, and these were mostly of texts, anthologies, and translations. Only occasionally were important scholarly contributions

recorded, and these usually had been produced by recent holders of the doctorate.

Among the private colleges awarding Master's degrees, the percentage of teachers who published varied greatly--from 33 per cent to 82 per cent--but there seemed to be little difference from department to department in the quality of the studies completed. Only a few significant contributions to scholarship had lately been made, and there was a notable paucity of books. In contrast, at the technical and specialized institutions, the percentages of faculty members who have published were high (75 per cent to 95 per cent), and the majority of publications appeared to be of superior quality.

In summary, the faculties at the major private universities, the City University of New York, the university centers of the State University of New York, and generally at the technical and specialized institutions, are actively engaged in research, and without doubt have the scholarly credentials to support their Master's degree programs. The private colleges and the theological schools might be considered marginal in scholarly productivity. However, with a few exceptions the faculties in these groups met minimal expectations.

In the State University colleges the situation was less satisfactory. Certainly some Master's programs offered in this group have been initiated, under pressure of the need to expand public facilities, with too little regard for the scholarly strength of those teachers assigned to participate.

The admitted impulse, indeed, has been to recruit new talent by the promise of graduate courses rather than to exploit a potential already present. That this endeavor has been at least partially successful is demonstrated by the fact that recent holders of the doctorate are raising the level of scholarly activity on many of the State University college campuses.

The modest scholarly achievement of faculty members at private colleges and the State University colleges, where programs are not ordinarily offered beyond the Master's level, would seem to identify a basic dilemma: While their institutional purposes, and the interests of the professional staffs that they want to attract, require work with students at the graduate level, they are handicapped in their fostering of productive scholarship because they do not have the special focus of institutional effort enjoyed by the technical schools, or the means to support scholarly research on a scale comparable to that of the universities, where doctoral studies are the ultimate educational achievement. At present there are not a sufficient number of productive scholars available to supply all the institutions in the United States that seek their services. Moreover, outstanding scholars, whatever the financial attractions offered elsewhere, generally prefer the research centers. Nor is the supply of well-qualified and well-motivated students sufficient. Though the State colleges design many Master's programs for those planning to transfer to the system's research centers, the large majority of students in both the SUNY colleges

and in the private liberal arts colleges have terminal goals such as self-development, training for a profession or, especially, permanent certification to teach. The conflict between actual student needs and the research model of America's finest universities that these colleges and their faculties attempt to imitate is often unacknowledged, but very real.

Salaries, Sabbatical Leaves, and other Benefits

The attractiveness of CUNY and SUNY has lately been substantially increased, especially for young appointees, by the generous salary scale that obtains in the publicly supported systems--which only three of the private universities, and a half-dozen private colleges, can approximate. Similarly, academic subsidies for research have been much greater in the public than in the private institutions, only two of the latter (both universities) being able to provide as much as one million dollars annually, while most of the private colleges are without funds sufficient to supply any substantial institutional support whatever. Policies relating to sabbatical leaves were found to follow the same pattern; such leaves were regularly granted in the private universities, and in CUNY and SUNY; at the time of this survey, at four of the private colleges they were almost never offered, at six they were available only insofar as limited funds permitted, and at one of the largest only two such leaves per year were being granted.

There were considerable variations from institution to institution in the teaching loads which those giving graduate

instruction were expected to bear. Though the Regulations of the Commissioner (52.2. c) and the recommendations of the Council of Graduate Schools stress the point that teachers of graduate students must be allowed time for research and to keep abreast of developments in their fields of interest, as well as for the advising and supervision of their students, small allowance was made for the extra labor of advisement and the direction of theses. Such responsibilities, even where attempts were made to allocate them equitably, were usually too demanding to be discharged in a creditable fashion. To cite an exteme case, one large college burdened some teachers with the advising of from fifty to one hundred fifty students each.

In some institutions class size was limited; e.g., in the units of CUNY no class enrolled more than fifty persons. In private colleges the incidence of large classes was not great; nor was the problem acute at the private universities--except for a few in heavily populated areas on Long Island. The situation was not equally favorable in SUNY colleges and university centers. In many institutions of all types, teachers in Education curricula had classes much larger than those taught by their colleagues in other fields; generally speaking, their teaching loads were the heaviest, and they were also given heavier advising assignments than their colleagues in other fields.

As for supportive aids, the situation varied widely from institution to institution. Where classes were large, and teaching schedules heavy, help was given to teachers by student

assistants and readers, some of whom might be assigned to graduate courses; only in exceptional cases did the institution supply research assistants. As for regular clerical and secretarial service, it was often sporadic and inefficient, or lacking altogether. The 1969 CUNY agreement with the Legislative Conference (not yet fully implemented) specified one secretary for five faculty members. Teachers in the SUNY units were fairly well off; and in technical colleges research grants often included allowances for secretarial salaries. Here, and in the technical departments of universities, the faculty helped to establish this arrangement through their participation in the negotiations for subsidies from governmental and other outside sources.

In summary, then, the faculty participants in most Master's degree programs gave only a portion of their time to Master's degree candidates, or to graduate students. Many of them did not hold a doctor's degree, and the majority did not produce significant research. Almost one-third of the group was young and relatively inexperienced; it was this fraction, however, that most often held the prescribed credentials, and published books and articles.

Faculty salaries were relatively high in State-supported institutions, where research was supported by sabbatical leaves, financial aid, and the reduction of course loads. These benefits were provided on a similar scale in only a few private universities; there were fewer, or none, in most of the private colleges. Class size was usually not excessive; course loads ranged generally from nine to twelve hours, but were often reduced when a professor

was made responsible for graduate studies, the advising of students, and the supervision of theses. Relatively little support was given members of graduate faculties through the provision of research assistants, clerks, and secretaries.

The relationship between such formal indices of faculty quality as discussed above and the quality of graduate instruction is not always clear. Student respondents cited poor teaching in programs with impressive faculty "profiles" and good teaching in programs with less qualified or more overworked faculty. What was often more important, if often less measurable, were such factors as the faculty commitment to the educational programs and students, the student sense of ready and informal access to faculty, and the actual faculty involvement and practice in his profession or discipline that he was willing to share with his students.

V

ADMINISTRATION

The procedures for the administration of graduate work varied in detail from institution to institution, but the survey revealed some basic similarities. The president and board of trustees of a university or college are, of course, ultimately responsible for all decisions; but these officials have usually delegated considerable responsibility in curricular matters to a vice-president or dean for academic affairs--an officer often assisted, in the management of graduate studies, by a graduate dean or director. In most instances, it was found that such a dean or director worked with a graduate council or committee, made up of faculty members (students sometimes being included as well), elected or appointed, who advised or instructed him with respect to the introduction of programs of graduate studies, the establishment of institutes or other units for research, the initiation and support of research projects, and so on.

Governance as outlined above observes the Commissioner's Regulation 52.2.b, which requires that "administrative responsibility for the conduct of programs and the development of new programs shall be clearly established," and that "overall educational policy and determination of degree requirements are the responsibility of the faculty and academic officers." In practice, and depending somewhat on the size of the institution

and the vigor of the dean, the graduate council might be more or less busy and influential. For the most part, however, the initiative in matters relating to graduate study (and, indeed, to the curriculum generally) lay not with any central authority, but with each department.

Thus, in almost every large department visited, there was a graduate program committee, usually elected, occasionally with student membership; often in the smaller ones, all members of a department participated in establishing policies for curriculum development, admissions, and standards. Customarily, the deliberations of the departmental group were communicated to the dean and the graduate council. In many cases appropriate action could be taken at this level. When expensive new programs were proposed, when special staffing was needed, and in general when the budget was seriously affected, however, the affirmative recommendation was transmitted by the dean to a chief executive officer. In most cases this procedure, although it required for the initiation of new programs the approval of authorities who stood in hierarchical order on the organization chart, actually fixed the primary power for decision-making, if not complete autonomy, in the department. Its members initiated most changes and innovations, its representatives usually sat on graduate councils. Here they were able to lobby for the adoption of their colleagues' proposals with the assertion of expertise in their field--a claim that carries great weight in academic affairs. When outside consultants were invited

to comment on a department's proposal, the department's selection of them was frequently the one used.

Graduate students, though they might be observers, were not usually formal participants in these deliberations, being less directly influential here than in some other phases of academic life. Although most departments professed to solicit student views, and to make provision for collecting them, graduate students as a group were not sufficiently knowledgeable and aggressive to exercise much power. Only occasionally during the 1969/70 year, as at Syracuse or the Union Theological Seminary, did students serve as voting members of councils that had responsibility for graduate matters.

It was relatively rare to find graduate deans or other administrators who exercised more than advisory and minor budgetary controls over the development of Master's degree programs. Such leadership was in evidence most frequently at institutions of moderate size with a tradition of centralized authority (and where all faculty members on the graduate council were appointed rather than elected), or where a graduate dean had a powerful personality, strong convictions, stamina, and determination. More often the dean devoted most of his energies simply to insuring that regulations were enforced, reviewing admission folders, allocating fellowships, endorsing research projects, and performing other duties of this kind.

One index of the difference between the position of the graduate dean and that of other principal administrators

was the limited extent of his fiscal power. Most graduate deans, unlike the deans of undergraduate colleges, had little or no control over such large budget items as instructional costs, and some had no operational funds beyond an allotment sufficient to support a secretarial position. This paucity of funds not only made it impossible for them to exert strong leverage in curricular matters, but also it often rendered coordination, record keeping, and the control of instruction ineffective, if not impossible.

In the exercise of their administrative functions, accordingly, deans of graduate schools appeared to be severely handicapped. It was not unusual to find examples of administrators in graduate divisions whose budgets were so small that they were unable to maintain accurate data on admissions, attrition, and grade distributions, or who, because of their limited authority and resources, could not conduct follow-up studies of any kind.

Few institutions, for example, were able to provide attrition statistics (80 per cent have none) and those that possessed some quantitative data had almost no data-based insights as to the reasons why numerous students had not completed the Master's degree programs in which they were enrolled. The causes of attrition at State University units seem to have been almost completely unexamined. Indeed the only institutions that had given any serious attention to this subject were the seminaries and theological schools, possibly because of their special vocational expectations for their students. At other

institutions the estimates of attrition varied widely--from one per cent to fifty-four per cent--but the average estimate was about twenty-five per cent.

Follow-up studies of those graduating from Master's degree programs were even less common than attrition studies. The few (approximately ten) that were available limited themselves for the most part to recording the type of job held by the graduate and the extent of his education beyond the Master's degree. No direct attempt had been made to collect evidence as to the strengths and weaknesses of graduate programs, or as to their effects on the quality of the life and personal growth of the individual. The lack of thorough and periodic self-evaluations of Master's programs suggests that quality of education at this level is not a major concern.

The institutional administration of graduate programs was characterized only infrequently, then, by the energy and exercise of power that gives direction and character to the total curriculum or to any of its parts. Where the concept of departmental authority prevailed unchallenged, the sponsors of each program were in a strong position to claim that only they, the "specialists," could understand and administer it. They ignored the need for any substantial input from administrators or faculty members outside their own discipline, and only infrequently exhibited any sense of institutional responsibility.

This point is of particular importance in a period which is showing a high degree of concern for accountability

with respect to funds and educational results. Many institutions have prepared statements concerning college-wide admissions standards, acceptable minimums of performance, and other basic matters; but, lacking a centralized authority for the continuous scrutiny and firm control of the respective guilds, have found that the published policies were often disregarded. In other institutions, less concerned or more realistic administrators have not seriously attempted to set up regulations that might interfere with departmental practices. Responsibility for admissions, the evaluation of students, acceptable standards of academic performance, and the supervision of instruction and of instructors has been left to individual departments with no effective system of external review and appraisal.

The relatively wide jurisdiction thus permitted in graduate affairs apparently has encouraged departmental expansion rather than innovation and experimentation. A new program has usually proposed little more than an extension or modification of traditional practices, and it is often developed to suit the capacities or interests of an ambitious professor. Since the tendency to reproduce one's own education is strong, such conservatism was found to be the rule in most graduate curricula in the humanities and social sciences. Departments of teacher education more often reported innovative plans than departments in other fields, but the proposals were by no means bold.

A few words may be added here on the subject of cooperative and centralized control of Master's degree programs on

a State-wide basis or by groups of institutions. Though cooperation and the allocation of responsibilities for the development of curricula have been much talked about in meetings of presidents, deans, and the representatives of consortia, very little of practical importance has been accomplished on a large scale. Nor have the operations within CUNY and SUNY up to the time of this study established clear priorities and restrictions, or disciplined institutions to accept economical schemes developed for the whole academic community. Though the very recent shortage of funds to finance education is finally forcing a re-evaluation, competing Master's degree programs have been allowed to develop freely within the publicly supported systems without any clear demonstration of need.

VI

FACILITIES

Library Resources

The survey of this important resource for graduate work took into account the size of each library's holdings, the numbers employed on its professional and clerical staffs, its annual budget, and the space available for books and readers. No attempt was made to measure the adequacy of library resources for specific programs, nor the actual use made of library materials. Information on these points would be valuable, but its collection and analysis were beyond the scope of this study.

In the quantity of books, periodicals, etc. that they contained, the libraries varied greatly. Holdings in each of the six largest were in excess of one million, 32 libraries reported between 500,000 and 100,000 volumes, and 14 libraries contained fewer than 100,000 volumes. (See Appendix I.) Libraries in the major private universities (five of the six with holdings of more than one million) were handicapped by shortages of shelving space and of seating accommodations for library users. The State University institutions and all but one branch of the CUNY system met the American Library Association's basic standard, for colleges offering Master's study, of at least 100,000 volumes, but they also suffered in many cases because they lacked space for books and readers. About one-half the

private colleges were substandard in quantitative terms; and again, space problems were common in libraries belonging to this group.

It is difficult to apply quantitative standards in evaluating professional schools and the seminaries, but by even the most generous estimates, eight of the fifteen institutions in these categories probably could not offer graduate work over any considerable area, since they lacked the minimal 50,000 volumes recommended by the American Library Association for an undergraduate college. They were usually well-equipped in the specialized fields in which a considerable part of the graduate studies that they foster were concentrated, but their narrower purposes sometimes led to neglect of basic support in liberal arts holdings.

Only infrequently was the director of the library, or a delegated member of his staff, in sufficiently close touch with the planning of curricula (either undergraduate or graduate) so that he could give professional advice as to the extent and cost of the resources needed when a new field (e.g., medieval studies) was to be developed by a department, or a new multidisciplinary center (e.g., on South-east Asia) set up. There was a tendency on the academic side to think only of the initial cost of the books and journals that should be acquired--and even here estimates were usually vague, not based on detailed analyses. Little thought was given to the cost of the processing and housing of additional collections, or of the lien upon book

funds which subscriptions to periodicals and other continuations impose. In consequence, where several programs for the Master's degree were initiated within a brief period (and 42 have been introduced within the space of five years at one State University College) the demands on the Library became unduly great.

If the Master's thesis were more frequently required, libraries in most institutions, public and private, would have to enlarge their collections considerably, especially in the fields where antiquarian scholarship remains in fashion; otherwise many students would be greatly limited in their choice of thesis topics. As a consequence of the accelerating rate of book publication, moreover, and the widening of scholars' interests, most libraries have been, and will be, hard-pressed to answer the requests of faculty members for current materials. There are, of course, many ways of supplementing existing collections without the purchase of books. The system of interlibrary loans is working well; photographic copies can often be obtained at reasonable rates; and regional systems of cooperation, which permit a reader to use academic libraries at several institutions besides the one in which he is enrolled without elaborate formalities, are being organized. The use of these expedients will spread as college populations grow and economic pressures increase; and in many institutions great dependence must be put upon them. The ambitions of many faculty members who will be satisfied with nothing less than an extensive research collection on every college campus must be disappointed.

It may be added that if student opinion is accepted as significant, deficiencies in academic libraries have not greatly handicapped studies at the Master's degree level. In a survey of fifty-four institutions, library resources in only twenty-two programs of the 544 examined were cited as insufficient by respondents. In many other instances, candidates for Master's degrees reported that they used libraries outside their own institutions frequently or regularly. One inference that may be drawn is that teachers of graduate courses generally make assignments within the limits of the collections available, their own institutional resources often being supplemented, through explicit agreement or by custom, by others in the neighborhood. In some instances the imposition of special fees for non-resident academic users has been found necessary, however, in order to control the excessive demands made upon large research collections in metropolitan areas.

Few libraries could provide any special arrangements for graduate students beyond the issuing of "stack permits" in libraries where the stacks were still closed. Since space and funds for equipment were in short supply in most libraries, private carrels and special study rooms were not common. Only one library had made special provision to extend library hours for graduate students; in most institutions such provision was not needed.

Facilities for Study and Teaching

The candidate for a Master's degree, especially since he was often a part-time student without a residential base on

the campus, often required more accommodations for study than the library could supply; but little effort had been made in most institutions to improve the situation by providing convenient and adequately equipped study areas or departmental seminars for graduate students' use. One incidental benefit offered through such an arrangement, of course, is the opportunity for persons with similar interests to become acquainted with each other and to develop the esprit de corps that was notably lacking in many graduate groups.

If facilities for students were inadequate, their teachers were but little better off. Only at the university and collegiate units of SUNY (except for the university center at Buffalo) were private offices suitable for use as studies generally provided. An attempt was made in the major private universities, and in at least half the private colleges, to give faculty members private offices, but these were often small, inconvenient, and badly lighted. Teachers at CUNY units were in the worst situation; most of them shared offices, sometimes with as many as a dozen others.

Audio-visual aids and other media have been generously provided for most of the units of the State-supported systems, and were found in the private colleges and universities as well, though most of their collections and installations were on a relatively modest scale. The library was sometimes a center which housed not only books but all materials for teaching and learning; sometimes a separate building had been erected to

accommodate the new technologies, with listening rooms, rooms equipped with television and for the projection of films, booths for independent study with audio-visual aids, and other electronic equipment. In the universities there were, as a general rule, also facilities for the production of teaching materials--graphics, film, tapes, etc.--staffed by personnel qualified to assist teachers in the preparation both of minor supplements to a lecture, and of software for elaborate programming projects. Few graduate students were taught directly through the use of these devices; but more and more of those intending to be teachers could take instruction in audio-visual methods and techniques. Candidates for the Master's degrees given in Education, and increasingly those planning to teach in liberal arts areas, were offered many opportunities to become acquainted with developments in the field.

Computer techniques were increasingly regarded as essential equipment in those institutions undertaking to give graduate instruction, since methods of analysis and research that have recently come into vogue depend upon computer services. Courses in computer science, both more and less sophisticated, were widely offered, and students in Master's programs in Education were usually alerted to the possibilities for the use of computers in schools.

The universities in New York possess and use computers, and ordinarily have made them available for at least limited instructional purposes. Colleges in the State systems also

often possess, or have easy access to, computers. There were fewer installations in the private liberal arts colleges; but even here the need was increasingly felt; and of course the computer, as an essential tool, was standard equipment in technical institutes.

VII

OVERVIEW

Summary

1. Programs for Master's degrees in New York grew rapidly in numbers during the decade of the 1960's. This growth was not thoughtfully planned and controlled on a State-wide basis, and was notably undisciplined within the State-supported universities and colleges. During the decade the great prestige attached to graduate studies, the desire, especially among well-subsidized and rapidly expanding institutions, to gain such prestige, and the policy of attracting capable scholars to college faculties through promises of participation in graduate programs, encouraged a proliferation of these programs which has lately been retarded, but not sharply checked.

2. Within colleges and universities programs for the Master's degree have often been loosely administered, their initiation and direction being largely within the discretion of interested departments, with little supervision, appraisal, or review by deans or other officials of the institution. The most obvious results of this lack of strong central authority are the unnecessary duplication of programs and variability in standards for faculty and student performance.

3. The students admitted as candidates for Master's degrees have had academic qualifications ranging from very good to mediocre. At a few universities high standards for admission

have been the rule. Elsewhere admissions requirements have been elastic, sometimes being adjusted so as to provide support to new or faltering programs. The need for active recruiting has most often been felt at colleges whose primary concern is undergraduate education. The need for students has been particularly acute in those that are isolated geographically. There is ample evidence that students with very modest records of achievement have been matriculated, and in frequent instances non-matriculants with low scores have been enrolled with the expectation that they will subsequently be absorbed into the ranks of candidates for a Master's degree. Some, but not all, graduate divisions use Master's level work rigorously to screen the weaker students from their doctoral programs.

4. Students engaged in study toward the Master's degree have usually been motivated by a desire to continue to the doctorate, or by other professional aims. The majority of candidates are employed, attend courses on a part-time basis only, and in consequence find it impossible or inconvenient to proceed systematically through a well-integrated curriculum. This is particularly true of that large number of teachers who take degrees either in subject fields or in education with the object of obtaining permanent certification.

5. Insofar as generalization is possible concerning curricula that have essentially different goals and clientele, it may be said that they are usually, though by no means always,

adequately planned. They do vary considerably in the demands which they make upon applicants for admission (e.g., by way of prerequisites, language requirements, the number of hours required for completion, etc.), and have no common denominators such as systematic training in research, a thesis, or comprehensive examinations. In many institutions the chief requisite for the degree is a specified number of credit hours, taken with grades of B or better. Research of a substantial kind is, however, ordinarily a significant part of scientific programs and some non-teaching professional programs.

6. Students in Master's degree programs are frequently handicapped by the lack of good academic advising, especially if they are in the "non-degree" category, and by the necessity for electing many courses to which undergraduate students are frequently admitted or which are in reality undergraduate courses.

7. Though new topics have been introduced from time to time, the basic pattern of Master's degrees in the liberal arts and in Education has not changed greatly for more than a generation. Departmental conservatism and the lack of systematic external review by institutional or other agencies is largely responsible for the lack of adjustment and innovation in the face of new social and professional needs.

8. Faculty members participating in Master's degree programs offered in private and State colleges frequently lack the academic qualifications specified in the Regulations of the Commissioner of Education. Many are not granted sabbatical

leaves or other aids to research, nor compensated by reducing teaching loads for the time and effort needed if they are to meet their obligations to graduate students. The aid for research is considerably more favorable in the major private universities, and in CUNY and SUNY.

9. Physical facilities for students and faculty members engaged in Master's degree programs range from inadequate to excellent. In CUNY and in some private colleges, there is a lack of office space, seminar rooms, and library accommodations. Visual aids and computers, with instruction in their use, are widely available. In the State-supported systems, library resources are increasing at a rapid rate; the rate is much slower elsewhere. The possibilities for cooperation have yet to be fully exploited.

Observations and Recommendations

Throughout this study mention has repeatedly been made of the massive influence teacher certification requirements have exercised on Master's degree programs, especially in liberal arts colleges. Most graduate students in these institutions are seeking permanent certification as teachers, whether they are enrolled in arts and science programs or in teacher education programs. Without the support given by the mandate that thirty credits beyond the baccalaureate are necessary to qualify for such certification, it is not likely that many liberal arts colleges would be in the business of awarding graduate degrees--there simply would not be a sufficiently large market. The lack

of such a mandate would even affect doctoral study. The guaranteed large-scale demand for high-tuition of first-year graduate students--instruction often given at a lower level and in sizeable classes rather than in seminars and tutorials--is admittedly one means of subsidizing some of the small, high-cost doctoral programs in the multiversities.

The reasons for this development are not, then, obscure. Certification requirements created a demand for opportunities for advanced study that could be exploited by teachers in every corner of the State. By responding to this demand the colleges have provided a community service at the same time that they reaped significant returns. The cost of introducing graduate work has often been minimal, since use of it could be conducted through many of the faculty members and facilities--even classes--already available in the colleges' undergraduate programs. The universal practice of permitting graduate students to enroll in undergraduate courses for graduate credit has given colleges the additional benefit of cutting at least some of the losses they would otherwise have had to sustain in a continued offering of undersubscribed upper-division undergraduate courses.

The stimulus of teacher certification requirements on the growth and development of Master's degree programs in liberal arts is also evident. The swelling of graduate enrollment in courses initially provided simply as a service to those seeking certification eventually encouraged some departments to create degree curricula in fields that could attract students. When

implemented properly, such a decision committed a department to develop an array of courses sufficient to provide an adequate and coherent Master's program. Statistics collected for the present study showed, however, that only one out of ten to as many as twenty students enrolled in many of the courses thus developed at the non-doctoral institutions are seriously interested in the academic goals of the program that these courses are designed to reach; the rest of the class is composed of part-time students who come from work to better themselves professionally--often by taking whatever subject is offered at a convenient time or place.

The shortage of teachers, which has only recently abated, once supplied a strong justification for colleges to turn out the maximum number of permanently certified teachers. Many colleges, accordingly, opened their doors to every teacher seeking the thirty graduate credits required for certification, with the result that non-degree students comprised the majority (in some cases over 70 per cent) of those taking courses for graduate credit. And while some minimal requirements, were established, viz., a thesis, a comprehensive examination, some seminar study, or at least a set of courses planned with the guidance of an advisor, for those students seeking certification through earning a Master's degree; the standards for non-degree students have been very low.

Often this provision of graduate courses for teachers seeking to meet certification requirements and to qualify for

salary increments was justified more as a public obligation than as a public service. On many campuses the non-degree students are not even required to submit a transcript for admission. If such a practice is to be defended as part of the present public policy of opening the doors to education for all comers, the justification is weak, for non-degree students are not properly provided for in this way. They should be carefully screened, both for admission and for appropriate placement in courses. If they are left on their own to make up programs of study out of whatever courses happen to be open to them, if they are permitted in courses designed for students with research rather than pre-college teaching interests, if they are not given systematic advisement, their true interests are ignored. Under conditions that now prevail, then, the requirements for teacher certification are not likely to serve their original intention of maintaining high standards for professional training and the continuing development of teachers.

Courses and programs must be planned and educational goals established on the basis of the educational background and level of ability of the students enrolled in them. A basic reform needed at the Master's level is to do away with the practice of admitting unscreened students to enroll freely in graduate classes. Without definite and full information as to the preparation of students and their ability, the planning of courses and programs and the establishment of realistic educational goals are impossible. When there are sufficient numbers of non-degree

students with a common interest such as high school teaching, they should be enrolled in programs specifically designed to provide for their professional needs as teachers. This end could be accomplished by requiring non-degree students to complete registered programs in order to qualify for permanent certification; and the requirements for registration of non-degree programs by the State should include clearly defined admissions and course placement policies, a program of advisement for each student, and a means of insuring that any program of graduate work in a field for which a certificate is offered is carefully planned. Such work might even be validated by external exams, as in medicine or law for licensure. An even more appropriate alternative would be to combine such planning as is outlined above with a rigorous program to certify teachers on the basis of performance.

The effects on graduate study of such an approach to certification would be substantial. Departments in the academic disciplines that do not need first-year graduate programs to introduce students to doctoral work, those departments that would offer specially designed graduate work mostly as a service to teachers or others who need continuing education, would find it unnecessary to maintain complete, and consequently expensive, degree programs for the few Master students they graduate. In New York State they would defer to the developing concept of regionalization, which encourages only those institutions which have a critical mass of students who need a particular kind of

program to offer it. This way the institution not only can conserve its energies in order to concentrate them in its areas of strength--undergraduate liberal arts, or teacher education, for instance--but it also does not drain students from institutions, particularly nearby ones, that are strong in other ways. It is one way in which individual New York colleges can work to preserve their unique characteristics. Complete degree programs at the Master's level in the academic disciplines would therefore be done almost entirely in, or at least through cooperative arrangements with, the research institutions, where students can benefit from the emphases imparted by doctoral programs.

The study has shown that where institutions do not concentrate their strengths wisely, they drift into some unsound practices. The current practice of blurring the distinction between undergraduate and graduate study is very often the consequence of economic necessity, but it was justified by some graduate deans on the ground that the undergraduates are so good that they keep the graduate students on their toes. Such claims should not be possible, if the graduate students are properly screened and sufficiently prepared for advanced work. True, some exceptional undergraduates are able and should compete with graduate students in their strongest subject areas, but their admission to graduate courses should be carefully controlled for the good of all concerned. The admission of graduate students to undergraduate courses should not be permitted except under exceptional circumstances, and then the

work should be enriched by consultations restricted to the professor and other graduate students.

In fields where colleges have the faculty qualified to offer Master's degree programs but where student enrollment is not high enough to warrant a full range of graduate courses--a problem found common to many institutions--graduate programs might be offered by means of carefully directed independent study and tutorials, in the style that is presently emerging at all levels of education. If faculty members get adequate credit for this teaching in their work schedules, however, graduate study will become a high-cost operation, not lucrative, as it has been when appended to undergraduate course work. Yet even so, institutions should not continue to rely as heavily as at present on course work in graduate programs. Even for non-degree students, if they are carefully selected and advised, directed independent study, tutorials, research, and special projects ought to be the primary elements of work on the graduate level.

The key recommendation for the improvement of introductory graduate study is careful program planning, whether the student is seeking a degree through directed independent studies, etc., or certification through in-service supervision and individualized supplementary study, or self-development of a less standardized sort. The practice of universities in awarding Master's degrees to console students who are dropped from doctoral programs ought to be discouraged. This is different

from the sound recommendation in the Carnegie report, Less Time, More Options, that there be more points of exit and entry in the educational system. If the first year of graduate study is planned as a unit that is complete in itself, with requirements that may be an option for those who decide or are advised to seek it as a terminal degree, yet may be followed by doctoral study, it has clear value in itself and the holder cannot be regarded merely as someone who didn't make it. Those disciplines which find themselves unable to design a doctoral program with a separate first year or so, such as is the difficulty in psychology, should not be permitted to devalue the Master's degree as a consolation prize for cast-offs. Such practice casts doubt on the value of degrees earned by students who were able to complete a rigorous and well-planned program of graduate study.

During the course of the present survey the question of what will happen to the Master's degree repeatedly came up. One thing the study revealed was that there is a greater variety of degrees at the Master's, than there is at the less specialized, less professionally-oriented undergraduate, level or at the more intensely learned doctoral level. Master's degrees lead to a great variety of certifications, whether in education, in business, in health professions, or merely in some further liberal education. The desire to acquire Master's degrees is not likely to diminish by increasing competition in large sectors of the employment market. A decline in the number of opportunities here will discourage some, but will intensify the professional

motivation of many potential candidates or will provide an activity for their leisure. If these students are to receive what they enter their programs to obtain, the purposes of the programs will have to be defined more clearly than at present and they will have to be designed to reach their stated goals.

Colleges and universities will compete vigorously to attract students, since the continuance of many Master's programs, particularly if undergraduate courses are eliminated from them, will depend upon substantial enrollments. Such competition is not likely to raise the minimum standards for the acceptance of applicants, but it may have the effect of forcing a reexamination of Master's programs, and of reshaping many of them with the purpose of acknowledging more directly than at present the actual vocational needs of most Master's students.

This reappraisal is likely to be urged also by the insistence of the public that measures be taken to lower the per capita cost of education, and by the corresponding emphasis upon productivity and accountability. In institutions of learning such terms as these will become the more familiar as administrative officers engage in negotiations with unionized faculties. Under such pressures improved planning will bring educational philosophy, and its practical application to graduate programs, into clear line with student expectations and the needs of society.

APPENDIX A

56 Institutions Included in the Study of Master's Programs

City University of New York Colleges

Bernard M. Baruch College
Brooklyn College
City College
Hunter College
Herbert H. Lehman College
Queens College
Richmond College

State University of New York Colleges

College at Buffalo
College at Geneseo
College at New Paltz
College at Oswego
College at Plattsburgh
College at Potsdam

State University of New York University Centers

University Center at Albany
University Center at Binghamton
University Center at Buffalo
University Center at Stony Brook

Technical and Specialized Institutions

SUNY College of Ceramics at Alfred University
John Jay College of Criminal Justice, CUNY
Juilliard School
Manhattan School of Music
Rensselaer Polytechnic Institute
Rochester Institute of Technology
Teacher's College of Columbia University

Private Colleges

Adelphi University
Alfred University
Canisius College
Colgate University
College of St. Rose
Hofstra University
Iona College
Ithaca College
Medaille College
Niagara University
Pace College
Russell Sage College
St. Bonaventure University
Sarah Lawrence College
Vassar College
Wagner College

Major Private Universities

Columbia University
Cornell University
New York University
St. John's University
Syracuse University
University of Rochester
Yeshiva University

Theology Schools

Hebrew Union College-Jewish Institute of Religion
Jewish Theological Seminary of America
Maryknoll Seminary
Mount St. Alphonsus Seminary
New York Theological Seminary
St. John Vianney Seminary
St. Joseph's Seminary and College
Seminary of Our Lady of Angels
Union Theological Seminary

APPENDIX B

Number of Curricula Examined, by Type

Total:		544
Education:		238
Social Studies:	32	
Elementary Education:	23	
Guidance:	24	
Other:	159	
Liberal Arts and Sciences:		235
Humanities:	89	
Social Sciences:	41	
Natural Sciences:	82	
Fine Arts:	8	
Other:	5	
Professional Fields:		98
Business:	57	
Other:	41	
Theological Fields:		29
Theology:	20	
Other:	9	

APPENDIX C

Form for Bureau Use to Collect Data

MASTER'S STUDY

NAME OF INSTITUTION: DATE:

DEG.	CURRIC.	STUDENTS ENROLLED				FACULTY PROFILE						DEGREE REQUIREMENTS (i.e., no. of credit hrs., residence reqm., lang., essay, comp. exam, time limits, other)
		Matriculated		Non-matric		Full-Time			Part-Time			
		F/T	P/T	F/T	P/T	Doct	Mast	Bach	Doct	Mast	Bach	

1. Faculty

   a. Institution's statement of qualifications for graduate faculty status — Page 2

      1) Policies governing graduate teaching
      2) Backgrounds of faculty as reflected in vitae

   b. Educational qualifications of faculty

   c. Faculty experience (years of graduate teaching) — Page 3

   d. Publications

      1) Quantity
      2) Quality
      3) List the more and less active faculties by curricula.

   e. Staffing of curricula, including balance of specialties — Page 4

   f. Superior curricula: List curricula judged superior on a state-wide basis, using educational qualifications of faculty, faculty experience, quantity and quality of publications, and staffing as the criteria.

   g. Faculty Working Conditions, including salary scale; allowances in faculty workloads for thesis direction, advisement, and research, sabbatical and other leaves; research funds available; and policy on distribution of research funds. — Page 5

2. Administration — Page 6

   a. Administrative organization for graduate programs

   b. Formation of educational policy, including role of the faculty and of the academic officers

   c. How are institutional evaluations of its own programs carried out?

3. Students — Page 7

   a. Admission policy, including institutional elements responsible for its formulation, checked against a sampling of student records. Do these policies cover non-degree students seeking graduate credit?

   b. Admission procedure, including documents required and the consideration given to them, for matriculated and for non-matriculated students.

   c. Student Records (a sampling of 10% at institutions with 500 graduate students and 5% at those with more than 500 graduate students). — Page 8

   d. Admissions profile of entering class, shown in terms of undergraduate record and achievement tests. — Page 9

   e. Overall Quality of Students: below average, average, above average, or superior, based on undergraduate record and tests.

   f. Grade distribution for past 2 years — Page 10

   g. Attrition, including percent who do not complete degree, and principal causes assigned by the institution.

   h. Admissions and educational goals, including any indications of the success of the admissions policy or the quality of education.

   i. Academic advisement of Matriculated and Non-matriculated Students, including policy and practice. — Page 11

   j. Students' Opinions Sampled by Questionnaire — Page 12

      1) Reasons for choice of institution
      2) Student participation in policy-making for institution and/or curriculum
      3) Student assessment of adequacy of advisement
      4) Student assessment of adequacy of library
      5) Student evaluation of programs, including strengths and weaknesses cited

K. Scholarships, Fellowships, Assistantships, and Loan Funds available to Master's degree students in 1969-70, including number of teaching assistantships and the workloads and supervision of teaching assistants. Page 13

4. Library Page 14

Adequacy of the library in terms of collection, staff, facilities, and budget.

5. Facilities Page 15

Adequacy of classrooms, studios, laboratories, etc. to the curricula.

6. Curriculum Page 16

a. Educational goals and planning of curricula. At doctoral institutions, is the Master's degree a consolation prize?

b. Extent to which research is a significant element in Master's curricula.

c. Provision for testing of essential scholarly tools.

d. Curriculum policies, including availability of undergraduate courses for graduate credit, enrollment of undergraduates in graduate courses, distinction between undergraduate and graduate work, distinction between professional and academic graduate curricula, remediation of deficiencies. Page 17

e. Innovative elements in graduate programs.

7. Evaluation of Master's Essays sampled Page 18

8. Follow-up Studies of Graduates, including number actively employed in profession, number enrolled in doctoral programs, contributions made to fields of endeavor, if available. Page 19

9. SUMMARY Page 20

a. Substandard and superior programs, based on educational qualifications of faculty, adequacy of staffing, quantity and quality of faculty publications, departures from Commissioner's Regulations, and those elements reviewed above under "Curriculum".

b. General impressions, including clarity of educational goals; adequacy of curricula; training, experience, and productivity of faculty; quality of students, academic counseling, library, other facilities; quality of graduates.

APPENDIX D

Assessment of Undergraduate Preparation of
Students Admitted, Based on Undergraduate Averages

Category	All Programs	Liberal Arts	Education Programs	Other Professional Programs
Statewide				
above 2.76	62%	62%	58%	65%
below 2.38	13%	13%	16%	14%
SUNY Centers				
above 2.76	66%	66%	66%	61%
below 2.38	6%	6%	12%	9%
SUNY Colleges				
above 2.76	42%	46%	38%	--
below 2.38	24%	22%	25%	--
SUNY Colleges				
above 2.76	53%	65%	55%	incomplete
below 2.38	16%	12%	13%	data
Maj.Pvt.Univs.				
above 2.76	71%	84%	71%	66%
below 2.38	9%	4%	8%	11%
Private Colls.				
above 2.76	48%	48%	43%	44%
below 2.38	23%	23%	28%	26%
Theol. Schools				
above 2.76	81%	--	78%	89%
below 2.38	7%	--	8%	4%
Tech. Inst.				
above 2.76	71%	--	--	71%
below 2.38	9%	--	--	9%

APPENDIX E

Grading Practices

	Statewide	SUNY University Centers	State University Colleges	City University Colleges	Major Private Universities	Private Colleges	Theological Schools	Technical and Spec. Inst.
All Curricula								
B or better	80%	67%	91%	81%	79%	84%	71%	81%
C	8%	4%	7%	10%	7%	8%	20%	8%
Liberal Arts								
B or better	82%	65%	87%	84%	85%	85%	--	--
C	8%	5%	10%	13%	5%	7%	--	--
Education								
B or better	84%	80%	93%	75%	82%	88%	81%	--
C	6%	1%	5%	8%	7%	7%	12%	--
Specialized								
B or better	76%	68%	--	83%	70%	78%	69%	81%
C	8%	5%	--	8%	10%	10%	22%	8%

APPENDIX F

Percentage of Students Matriculated for Master's Degree Programs Who Are Part-Time by Institutional and Program Categories

Institution	All Programs	Liberal Arts	Education Programs	Business Programs	Other Professions
Statewide	70%	69%	77%	80%	54%
SUNY Centers	59%	64%	85%	51%	42%
SUNY Colleges	70%	65%	87%	--	56%
CUNY Colleges	92%	90%	99.4%	90%	88%
Maj.Pvt.Univs.	69%	53%	74%	76%	--
Private Colls.	86%	76%	92%	97%	78%
Theol. Schools	22%	--	38%	--	7%
Tech. Inst.	69%	--	62%	99.6%	42%

APPENDIX G

Percent of Students Who Were Non-Matriculated

	High	Average	Low
Statewide	94%	33%	0%
CUNY Units	86%	39%	12%
SU Colleges	*94%	61%	36%
SUNY Centers	49%	22%	14%
Maj.Pvt.Univ.	43%	26%	4%
Private Colleges	43%	24%	1%
Spec. Inst.	40%	24%	11%
Seminaries	40%	7%	0%

*At one State University College, virtually all students are admitted as non-matriculants and advance to matriculated status upon successful completion of several graduate courses. If this one institution were excluded, the percentage of non-matriculated students at State University Colleges studied would run from a high of 64% to a low of 36%; the average for the group would become 48%.

APPENDIX H

Assessment of the Quality of Academic Advisement

Category	Non-matriculated Students				Matriculated Students			
	Superior	Adequate	Deficient	Inadequate	Superior	Adequate	Deficient	Inadequate
Statewide	0%	33%	27%	40%	14%	66%	18%	2%
SUNY Centers	0%	0%	0%	100%	0%	50%	50%	0%
SUNY Colleges	0%	0%	0%	100%	0%	83%	0%	17%
CUNY Colleges	0%	29%	42%	29%	13%	74%	13%	0%
Maj.Pvt.Univs.	0%	50%	50%	0%	29%	57%	14%	0%
Private Colls.	0%	25%	33%	42%	13%	60%	27%	0%
Theol. Schools	0%	0%	0%	0%	25%	62%	13%	0%
Tech. Inst.	0%	80%	0%	20%	1%	99%	0%	0%

N.B.: These percentages are somewhat exaggerated because they represent the staff's assessment of overall advisement at each institution in the above categories. At some institutions, the advisement system of individual programs varies in quality from the overall assessment for the institution.

APPENDIX I

Library Holdings

Category	1,000,000 and over	100,000-500,000	50,000-100,000	under 50,000
Statewide	6	33	10	7
SUNY Centers	1	3	0	0
SUNY Colleges	0	6	0	0
CUNY Colleges	0	6	1	0
Maj.Pvt.Univs.	5	2	0	0
Private Colls.	0	11	5	0
Theol. Schools	0	1	4	4
Tech. Insts.	0	4	0	3

APPENDIX J

GRADUATE PROGRAMS AT SEMINARIES AND THEOLOGICAL SCHOOLS

As part of a larger study conducted during 1969-70 to examine Master's level educational programs in New York State, data were collected and visits were made to almost all of the seminaries and theological schools in New York State. Graduate work at these institutions is treated separately here because of several factors: The single-purpose nature of the institutions, the expectation of three years of full-time study beyond the undergraduate degree, the special nature of personal dedication expected from students, and the doctrinal components of most curricula. The following brief report attempts to summarize the results of the study of these specialized institutions.

Governance

The administration of seminaries and theological schools was found to be even more hierarchical than most other types of educational institutions. This may result from the dual role of some individuals as an administrator/faculty in the educational institution and as a member of the heirarchy in the order or denomination. Even where this interrelationship of roles was not so obvious, there was usually a stronger ethic of obedience to superiors than in most secular institutions. Within these limits, however, faculty appeared to have influence in the formulation of educational policy, even when there were no such

provisions in the faculty by-laws or when such by-laws did not exist. The role of students in institutional governments was doubly difficult in most seminaries and theological schools, for there were not only traces of the common tendency of faculty and administration to treat those younger and less expert in a particular discipline in a condescending manner, but there were also the historic expectations of some religious organizations for obedience to constituted authorities.

The preceding comments should not obscure the outstanding personal and professional quality of most seminary administrators. New York State is in fact fortunate in having many of the nation's outstanding leaders in the field of religious education. Perhaps the findings listed above are vanishing difficulties, since students now feel they have some role in establishing institutional policy, even if this influence is usually of an informal type or is limited to minor curricular or regulatory matters. Union Theological Seminary has gone much further, too, and established one-third student membership for the Assembly, its highest legislative body. And while religious institutions resemble other kinds of higher institutions in that they have been deficient in self-evaluation of courses, programs, and total institutional purpose, several of the leaders among them have also begun to move forward in these areas. Woodstock College provided the study with an example of a massive reassessment of goals and practices.

Faculty

Although part-time faculty sometimes predominated in special programs such as church music, religious education, or pastoral counseling, 75 per cent or more of most ministry curricula were staffed by full-time faculty, most of whom have four or more years of graduate teaching experience. Where part-time faculty were employed they appeared to be well qualified and as experienced as the regular faculty. Most institutions did not have any written policy on faculty qualifications. This may be partially the result of the fact that seminaries and theological schools frequently do not offer undergraduate courses and therefore do not need to distinguish between graduate and undergraduate faculty. Informal expectations probably existed, however, since the majority of full-time faculty possessed the doctorate (the percentage being higher among some larger institutions) and had some record of publication.

While the quantity of publications was good, the quality or scholarly importance of most publications, judging from the title and place of publication, was not impressive. Relatively few individuals gave evidence of significant scholarly contributions, and most of these professors were concentrated in two or three institutions. The modest quality of most research does not seem consistent with the rather light class load of nine to six hours per term coupled with a low faculty-student ratio, but it may reflect the lack of a formal budget for research. It may also reflect the need for time to pursue other interests, mainly religious activities, or it could indicate an emphasis

upon teaching effectiveness.

The latter possibility was not readily apparent, however, since little evidence exists that a substantial period in the practicing ministry or evidence of success in teaching were prerequisites to employment in a seminary. There was also a general absence of effective systems or efforts to evaluate teaching effectiveness, so that individuals could be assisted and rewarded. Faculty salary and fringe benefits were difficult to calculate because of the contributed services of many faculty, but the general impression was of a rather average or lower level of compensation at most institutions, with considerably better conditions at a few institutions, such as Union Theological Seminary and Jewish Theological. Faculty working conditions varied considerably, with many professors lacking private offices and almost none having access to more than token secretarial assistance.

Library Facilities and Physical Plant

Seminary and theological school libraries varied in size from less than 15,000 to over 500,000 volumes but the great majority are 500,000 volumes or less with periodical subscriptions of 300 to 400 titles (See Appendix I.). Many collections were rather heavy on older and marginal material, perhaps as a result of indiscriminate acceptance of gifts and/or a rather narrow sectarian past, and they were in need of weeding. Thus in quantitative terms most libraries did not appear to possess strong research collections, although most may be adequate to support existing course work. Two professional librarians per institution was the typical staff, and seating space for users was

adequate in almost all cases. One index of concern with library resources was the percentage of the general and educational budget spent on the library. In most secular institutions (with larger budgets) the percentage was seldom over 5 per cent, while all but two seminary and theological schools studied exceeded this percentage and some expended 10 per cent or more on the library. Students appeared to be generally satisfied with library resources, although they did make occasional use of other libraries. As might be expected, the only institutions where students reported frequent use of other library facilities were those located in metropolitan areas where other major libraries were available.

The physical plant in most institutions was quite good, with ample classroom, dormitory and recreational facilities. Some buildings were rather old, but with the decline in the number of people seeking a religious vocation, space did not appear to be a problem for most institutions outside of the New York City area.

Students

Admission to theological school requires a bachelor's degree, usually with a philosophy major. Although college grades and occasionally Graduate Record Examination scores were considered, the emphasis appeared to be upon evidence of character and strength of vocational choice. Personal interview and recommendations of other religious officials were used to help make these decisions, sometimes with the aid of required psychological tests.

A wide range of ability according to grades and test scores was revealed by the study, with most GRE scores considerably lower than the undergraduate cumulative average. Most students admitted could be evaluated as above average, but certainly not superior. Motivation and dedication, however, may make many of them "overachievers," and may help to explain the disparities between undergraduate averages and aptitude test scores (See Appendix D.). Students reported that they selected institutions because of affiliation with a religious denomination or order, or residence in a diocese, or because of the reputation of the institution.

At the seminary, student performance measured by grade average varied considerably, but C grades were quite common in most of these institutions, in contrast to the general absence of this grade in most other graduate institutions. Even D's were sometimes given, a practice almost unknown in other fields. This grading in many theological schools, that more closely approximates the normal curve, may be the reflection of a number of factors, including less academically selective admissions, high standards, and the acceptability of C grades for the completion of some programs. At any rate, it resulted in grade profiles considerably below those found in other graduate schools. (See Appendix E.)

Attrition statistics were not always available, but data would indicate an average of about 20 per cent attrition in the Bachelor of Divinity program, which is probably slightly lower than the average for other Master's programs. Most of this loss

is attributed to change of vocation and personal factors which might also influence academic performance. Student advisors were usually assigned, but the rather highly structured nature of the program and the relative maturity of the students seemed not to make academic advisement a major problem, since almost all students reported being able to get the necessary advisement from someone, if not from their official advisor (See Appendix H.) Dissatisfaction was more often expressed about personal/vocational counseling, possibly because this service does not lend itself to the routine procedure for assignment of advisors that is used by most institutions.

Curriculum

The basic curriculum was designed to prepare students for the ministry in a three-year program that usually leads to the Bachelor of Divinity degree. Other, shorter degree programs in music, religious education, pastoral counseling, or research were frequently associated with this basic program. Since few seminaries and theological schools have undergraduate programs, almost all courses offered were officially described and listed as graduate level, though special provisions were occasionally made for a student to make up an undergraduate-level deficiency without credit. A thesis was not required in most ministry programs, but some exposure to research-seminars, methods, and term papers was common. The thesis was usually required only from the few students who were also candidates for an M.A. research degree. Skill in a foreign language was seldom required in most ministry programs today or was satisfied by the completion of undergraduate

language courses. Other scholarly tools seemed to be disregarded or were seen as inappropriate.

Ministry programs tended to be rather prescriptive. Many seminaries provided few electives, and the lecture was the primary teaching technique even in classes of less than ten. Textbooks and outside reading were commonly used with periodic papers and examinations in most programs; student reports indicated that field work and independent study were infrequently used in most programs. Students cited a close relationship with some member or members of the faculty as the primary asset of their program. The majority were generally satisfied with the instructional program, but almost a quarter of those sampled were generally dissatisfied, and almost all students indicated some areas of weakness. The heavy use of the lecture and the number of required courses were criticized, as were the extremely limited opportunities for practical experience. Duplication of material covered in courses and the elementary nature of some basic courses were also cited as shortcomings in many existing programs. Cited as a major weakness was the small size of most institutions because this limited the number of professors and courses to choose from.

Some attempts to address these criticisms are being made at many institutions. Curricular innovations cited by institutions include use of videotapes for practice preaching; a year abroad for language-cultural study; field work in hospitals, prisons, or urban areas; team teaching; independent study programs; the use of new types of living centers; and more options in course selection. Union Theological Seminary, for example, has eliminated specific course requirements, retaining only area

requirements; and other institutions are currently studying changes that could be even more sweeping. Some development of cooperative programs which would expand the number and type of offerings available to students at small institutions have also begun. On the balance, however, curricular change has been modest and slow, with most curricular patterns, content, and modes of instruction skewed towards the traditional.

General Impressions and Summary

The survey of seminary and theological schools indicates that most ministerial programs are currently adequate when judged by the traditional criteria of faculty degree, library resources, physical facilities, etc. The state of other specialized degree programs in seminaries and theological schools is generally not as good, and it appears that research degree programs should be abandoned by almost all institutions that are not affiliated to a university because of inadequate faculty, as indicated by the rather low quality of scholarly production; the absence of research budgets; of library resources, as indicated by the fact that a large majority of the theological schools visited had less than 50,000 volumes in their libraries; and lack of substantial interest, as indicated by very low enrollments in many of these programs.

It has become commonplace to cite the problems of the church in the modern world, and this tension is nowhere more apparent than in theological schools. In most cases it appears difficult to find enough students that will satisfy their elders/professors and yet be able to relate to their peers and younger people.

In spite of the number of educators who continue to focus upon their personal and departmental interests and appear unwilling to grapple with the problems facing theological education, there were hopeful indications collected during this study that faculty and administrators are increasingly attempting creative responses to the needs of the current generation of theological students.

Recommendation

On the basis of this and other studies, it appears that seminary and theological school educators should initiate or continue a review of institutional policy and practice to initiate:

1. Broadened institutional governance to accommodate the full range of insights and interests now appropriate to theological education.
2. Cooperative and regional relationships that will expand the range and quality of resources and services available to a declining enrollment.
3. A strengthening of the training of theological research scholars by developing joint programs with graduate schools of major universities.
4. Greater curricular flexibility and new modes of instruction to meet the variety of needs and styles of expression now possible in religious life.